

## **APPENDIX E: BACKGROUND INFORMATION ON EDUCATION AND ANTI-TRAFFICKING PROGRAMS IN TOGO**

Many government ministries and organizations are currently working to combat child labor and trafficking, as well as to provide educational services to youth. Although these efforts are significant in nature, they are being carried out on a relatively small scale and are mostly uncoordinated. This section summarizes some of the interventions most pertinent to a Child Labor Education Initiative project in Togo.

### **Government ministries**

#### **Ministry of Education**

The Togolese Ministry of Education has been working to expand educational access for all children, and bureaus of the ministry in both Lomé and Sokodé are making special efforts to support girls' education. With recent efforts to develop inter-ministerial cooperation, notably with the launching of the ILO/IPEC program, it has been involved in preliminary meetings to develop an action plan to combat child labor and trafficking. The regional Directorate of the Ministry of Education in Sokodé has also been developing a working relationship with the Ministry of Social Affairs on child trafficking. Following a presentation on child trafficking, there have been three follow up meetings with various government ministries and local leaders to discuss the causes of child labor. One of these meetings was devoted to establishing local committees to fight against child trafficking.

In addition to government schools, the Ministry of Education supports community-based schools (Ecoles d'Initiative Locale) by providing manuals and technical assistance for teacher training. In cooperation with the World Bank, the Ministry has implemented an Education Management and Support Project (PAGED), and also collaborates on education

programs with several NGOs, including Aide et Action, Plan International, La Colombe, and CARE.

### **Ministry of Labor**

The Togolese Ministry of Labor has recently begun actively working with ILO/IPEC to implement a policy to combat child labor, and has designated a special unit within the ministry to work with IPEC. Its efforts to combat child labor fall into three categories: 1) Awareness-Raising, 2) Action Programs with IPEC to get returned trafficking victims into school, and 3) Legislation to revise the Togolese Labor Code to bring it in line with international agreements.

In 1998/99, in collaboration with IPEC, the Ministry conducted a sample survey of 600 children to assess the extent of the child labor problem. The results pointed to the existence of child labor in a large number of sectors including: market porters, agriculture, domestic workers, gravel porters, artisan workshops, and fishing. The survey also found that trafficking of children within Togo eventually led to their trafficking outside the country. Using the results of this survey, a National Action Plan was developed in collaboration with IPEC and other ministries. The plan focuses on three groups of children: exploited and abused child workers, child victims of trafficking, and street children. Among the activities proposed are: creation of a database on traffickers; improvement of legislation on children; regional exchange of information on trafficking; improvement of cooperation between police, customs and immigration officers; improvement of educational opportunities for girls and street children; awareness raising campaigns; and the rehabilitation and reintegration of trafficked children.

Among its other responsibilities, the Ministry of Labor inspects workplaces and mediates conflicts that arise in apprenticeships. The office in Sokodé estimated that it resolves about 20 such conflicts per year, and that many more are resolved through the employers' unions, which employers of apprentices are required by law to join.

### **Ministry of Social Affairs**

The Ministry of Social Affairs has been spearheading the fight against the exploitation of children, with very few available resources. Its activities include: an annual awareness raising campaign on trafficking; withdrawing children from exploitative situations (particularly trafficking); arranging for the repatriation of trafficking victims, including coordinating with local NGOs to receive them in transit houses; and arranging children's reintegration into family and enrollment in school or apprenticeships. The Ministry is working with CARE-Togo to implement the World Bank-financed Institutional Development Fund (IDF) project, which has established 15 village-based committees nationwide dedicated to preventing trafficking and following up with trafficked children who have been reintegrated.

The Sokodé regional office of the Ministry of Social Affairs has developed regional and prefectural action plans to address the most pressing social needs in the area, but most of the plans have yet to be implemented due to lack of resources.

### **Ministry of Technical Education and Professional Training**

The Ministry of Technical Education and Professional Training offers two vocational training options for older children: apprenticeships and technical institutes, of which there are

11 nationwide. The Ministry also has Regional Centers of Technical Education and Professional Training, where training is tailored to meet regional needs (e.g., night courses, HIV/AIDS education). Training at a technical institute lasts three years and is less expensive than apprenticeships. Students must be between 14 and 20 years of age at the time of enrollment, and must have completed at least two years of secondary school.

The Ministry has put forth regulations governing apprenticeships, including duration (between one and four years) and fees. There are reportedly many violations in the apprenticeship system whereby parents must pay a large amount in cash and kind to get their children accepted into an apprenticeship. It is reported that the children may not learn the required skill set in the legal time limit set for the apprenticeship, but may serve as unpaid laborers for many years. Violations of the apprenticeship system are investigated when formal complaints are filed.

Dual training, whereby children attend evening literacy courses while engaged in apprenticeships, is an option available to apprentices. This training is partially subsidized by the ministry.

## **International donors**

### **IPEC**

The IPEC program in Togo began in March 2001 and is funded by France and the United States. The organization is undertaking efforts to remove children under age 14, particularly girls, from the worst forms of child labor, and to improve working conditions for children ages 15 and over. IPEC has worked with local chiefs to raise awareness of child

labor and trafficking, and has subcontracted three initiatives: 1) reinforcing the capacity of communities to combat child labor and trafficking. (This capacity building program is directly implemented by the Ministry of Social Affairs, with overall coordination by the Ministry of Labor); 2) combating child labor among market porters in Lomé with the Bureau International Catholique de l'Enfance – BICE; and 3) combating the exploitation of girls in domestic service in Lomé, with WAO-Afrique. These initiatives last between 12 and 24 months. Togo is also part of the USDOL-funded regional eight-country trafficking project, in which US \$159,000 is designated for direct action programs in Togo. These funds are intended for awareness raising and other interventions to reach 200 target communities. In the first year 10 pilot communities will be identified in each region with future expansion anticipated in subsequent years.

## **UNICEF**

UNICEF's interventions in Togo are threefold: 1) awareness-raising on the rights of women and children; 2) education programs, especially for girls aged 5-14 years and parents; and 3) strengthening of local capacity. UNICEF works with 500 villages in three zones of the Maritime region to formulate village action plans to address problems identified by the communities themselves. These programs include enrollment of children in school; income-generating activities; registration of births as a means to increase school enrollment and control trafficking; vaccination certificates, and training of caregivers at childcare centers. Where UNICEF has opened schools, it works to build the community's capacity to financially sustain the school after the end of the program, or until the government can take it over.

UNICEF works closely with several NGOs as well as with IPEC and the Ministry of Labor. It works with the World Bank at a regional level. Its five-year project budget is US \$3 million, of which \$1.7 million is available for programs, and the remaining \$1.3 million for research. UNICEF does not finance the village action plans, but encourages villages to seek funding from other sources. UNICEF has also launched an early childhood development center to help give at-risk children an advantage in school.

### **The Ambassador's Special Self Help Fund**

Among other small grants it provides to local organizations, the U.S. Ambassador's Special Self Help Fund is financing a study of the traditional practice of *trokosi*, in which some families in the Vo region give their daughters to voodoo priests in order to repay a spiritual or monetary debt, or to compensate for offences committed by a member of the family. These girls are bonded for life and do not have the opportunity to go to school. Exact numbers on how many girls are involved are lacking, but the study is expected to be complete in 2002.

### **Peace Corps**

Peace Corps/Togo's Small Business Development project was begun in 1991, in collaboration with the Federation of Savings and Credit Unions in Togo (FUCEC). There are currently approximately 15 Peace Corps Volunteers who work in this sector, offering business training and consulting services to members of local credit unions. Many Volunteers work with women's groups, while others assist individuals. They help associations get officially registered, and in rural areas, focus on informal savings groups.

Peace Corps/Togo also has a Girls' Education and Empowerment Project (recently renamed Education and Development) that was started in 1999. The 30 Volunteers assigned to this project make efforts to enroll girls in school, to keep them there, and to help those who are out of school find work. This project includes a scholarship program that has been operating for seven years. Volunteers work in an advisory capacity with local NGOs that receive up to \$1,500 each (with 10% for administrative costs) to administer scholarships, tutoring and mentoring programs. Each NGO works with about 40 girls.

The scholarship program has two funding sources: a US \$7,000 memorial fund, and US \$50,000 from the State Department's Education for Democracy Development Initiative (EDDI). In addition to project funds, Peace Corps/Togo has a Small Project Assistance (SPA) program that awards a maximum of \$500 per project and emphasizes training projects.

### **World Bank**

The World Bank has awarded a \$306,000 grant from its Institutional Development Fund (IDF) to the Ministry of Social Affairs' Directorate for the Protection and Promotion of the Family and Children (DPPFE), which has in turn subcontracted the money to NGOs. The IDF Project's primary objectives are to strengthen DPPFE's institutional capacity and to develop partnerships between government and civil society through joint child protection initiatives.

The Bank has not undertaken any new program lending in Togo since 1998. It currently has five projects, only two of which are new: a \$5 million health project and a \$15

million HIV/AIDS project. Both are loans. The Bank's education project ended in June 2001, and there are no other projects in the pipeline.

As part of its education strategy in Togo, the Bank places emphasis on making communities directly responsible for schools. The teachers are hired and paid by the communities (with supplements from the Bank), and are supervised by inspectors from the Ministry of Education.

## **International NGOs**

### **BICE-Togo**

Bureau International Catholique de l'Enfance (BICE) has been working in Togo since 1996. Among its areas of focus are child porters in the market, and internal and external child trafficking. In the interest of preventing trafficking, BICE provides partial scholarships for children, and is currently supporting 467 children, 63% of whom are girls. It also holds two-hour tutoring sessions per week to maximize each child's chance of passing. Since 1997 BICE has been working in seven rural villages in Lac and Vo prefectures in an effort to address the problem at its roots. The organization works to return victims of trafficking to their place of origin and re-insert them in school, and then conducts awareness raising activities in these areas. Each community has an Education Support Committee made up of teachers, students in their fourth year of secondary school, and others. These students are trained by BICE over a period of years. In Lomé, BICE has conducted a series of awareness raising activities in the markets on child porters. The NGO has its own preschool in Lomé for children of market porters to prevent them from working. Among its funding sources are the European Union, Fonds Pélorin (a French department store), and the Oak Foundation.



BICE is also part of a Group for Exchange and Coordination among Education Actors, a group of 24 governmental and non-governmental entities that get together for monthly workshops on topics proposed by a rotating Secretariat. BICE works in partnership with IPEC.

### **CARE-International**

CARE's most direct intervention in the area of child labor is through the Institutional Development Fund (IDF) Project, funded by the World Bank via the Ministry of Social Affairs' Directorate for the Protection and Promotion of the Family and Children (DPPFE), and implemented with six local partners. CARE's activities in this \$306,000 project include technical support for the creation and training of local committees against child labor and trafficking, training and awareness raising to prevent child labor and trafficking, and pilot initiatives for child protection.

In 1998, CARE began a five-year, \$622,000 initiative—the Programme for the Promotion of Educational and Employment Opportunities for Girls in Urban and Rural Areas in Togo (PEP)—funded by Comic Relief, UK, and implemented in conjunction with AHUEFA and La Colombe in Lomé and Vo District. After nine months of literacy and life skills training, PEP beneficiaries may choose to participate in a three-year non-formal education program (with the goal of reintegrating into the formal system), vocational training, or an income generating activity. A total of 653 girls and women currently benefit from the PEP Project.

The Social and Professional Protection for Young Domestic Workers (PROMAM) Project has been operating in Lomé since 2000. To date, PROMAM has worked with 247 domestic workers (ages 15 to 30) and their employers to strengthen the

workers' professional capacities, improve their working conditions, and guard against the exploitation of child labor. PROMAM is in the process of creating a training center for girls.

All of CARE's projects set aside a small portion of the budget to fund income-generating activities in support of the projects' larger goals.

### **PLAN International**

PLAN International works on the problem of child trafficking in the Central Region of Togo. In a village that is the source of many trafficked children, PLAN is working with a women's group to improve their ability to care for their children, and to increase their revenues through micro-finance. With support from the Government of Togo and the respective communities, PLAN assists with the construction of schools, including the purchase of materials and teachers' salaries. PLAN also works with community-based schools by providing teacher training, offering scholarships, and assisting in the development of teaching materials. In addition to supporting the formal school system, PLAN provides non-formal education for children who have never attended school, and offers workshops where they can learn various trades.

In the area of trafficking, PLAN uses mass media (radio and TV) to sensitize people to the issue. In 2002, PLAN intends to strengthen its transit center for child victims of trafficking, so that children can remain for more than two weeks before returning to their families. The center will also provide training for girls to assist in their reintegration. Among PLAN's partners are the Ministries of Social Affairs, Labor, Education, and Security, as well as WAO-Afrique and FUCEC (Federation of Savings and Credit Unions in Togo). PLAN has also helped to sensitize border police to the issue

of child trafficking. By January 2002, PLAN is scheduled to complete a study on child trafficking, including its forms, causes and consequences. Funding for the study is being provided by Japan over a five-year period, with \$50,000 for the study and accompanying activities for the first year.

### **Terre des Hommes**

One of Terre des Hommes' primary areas of intervention in Togo focuses on child labor and exploitation, particularly trafficking. The Oasis Center was created in 1986-87 to assist lost children, but now targets children who have escaped from work, including trafficked children. The Center serves as a transit house, offering accommodation, care and basic education classes to approximately 50-60 children until they can be reunited with their families. The length of stay ranges from a few days to a few weeks.

Terre des Hommes works with the Ministry of Social Affairs, civil and military police, judges, local chiefs and social centers to reintegrate children into their home villages, and coordinates with UNICEF to repatriate children who have been trafficked from other countries to Togo. The NGO maintains a file on each child, including information on his/her age, type of work (and if paid), work location, age when placed, trafficking history and details of abuse. Each file also includes data on the child's parents (religion, tribe, language, education, etc.). An additional children's center, financed by the U.S. Embassy, is under construction.

Terre des Hommes is financed primarily by the Terre des Hommes Foundation in Switzerland, but also receive funds from private citizens, Swiss international aid, and other countries (e.g., various embassies, European Union). The organization is also striving to obtain local funding in order to develop a more sustainable model.

## **WAO-Afrique**

WAO-Afrique has been working with child labor in Togo since 1991. The organization conducted a study in 1994 that revealed that 150,000-200,000 children work in Togo. In 1998, WAO-Afrique coordinated with the Ministry of Interior, PLAN International and border police to organize a meeting to raise awareness of child labor and exploitation. The meeting resulted in a formal definition of child trafficking, and a resolution to treat trafficking as a crime. In addition to its efforts in Togo, WAO-Afrique works on a regional level in West and Central Africa, and is currently collaborating with Radda Barnen (Save the Children-Sweden) to organize a regional conference next year. The NGO is also in the process of creating a regional *observatoire* (watchdog agency) to collect and maintain information for all countries in the West and Central African region.

WAO-Afrique runs a center in Lomé that serves as a gathering place for child laborers. Under the guidance of the NGO, seven to ten adolescents form an executive committee that works in Lomé neighborhoods to raise awareness on child labor and to provide support for children who work.

Another of WAO-Afrique's focus areas is micro-credit. The organization collaborates with FUCEC to run a micro-credit center for women that meets at the Evangelical Presbyterian Church of Togo in Lomé. WAO-Afrique and the church guarantee the loans, and FUCEC provides training that covers not only credit and business management, but also health and nutrition. Over 200 women benefit from this program.

## **ALISEI**

ALISEI is an Italian NGO founded in 1998 that has a regional trafficking project

based in Gabon that also covers Togo, Benin, and Nigeria. Of the \$3 million project budget, \$45,000 per year is allocated to Togo. The organization intends to undertake actions to prevent child trafficking, to reintegrate trafficked children into their home villages, to follow up with them, and to provide vocational training for older children. ALISEI is in the first phase of the 18-month project. It has trained personnel to conduct follow-up activities (in collaboration with the ILO), and has started activities to provide schooling and vocational training for trafficked children. The organization is currently negotiating with the European Union to start a small micro-credit program for those who complete the vocational training.

## **National NGOs**

### **La Colombe**

La Colombe works at the grassroots level in girls' education, child labor, internal trafficking, literacy promotion, vocational training, civic education and sexual harassment. The NGO has offices in Lomé and Vogan, and a girls' training center in Vogan (the origin of the majority of market porters). The training center in Vogan consists of a non-formal education center for girls and a vocational training center for older girls. Students at the vocational center are required to take literacy and cooking classes, and then can choose among a variety of options including tapestry, batik and hair braiding.

In 1997, the U.S. Embassy used Democracy and Human Rights Funds (DHRF) to finance a project with La Colombe aimed at sensitizing the public to women's rights. In

2000, the Ambassador's Special Self-Help Fund financed the construction of a latrine for a school in Vo Prefecture.

## **GF2D**

Groupe de réflexion et d'action Femme, Démocratie et Développement (GF2D) is headed by a Magistrate of the Togolese Supreme Court. The NGO started with an association of women lawyers in 1992 and opened its first center in 1994. There are now four centers in the country, including one in Lomé, that offer training on legal issues (e.g., marriage, civil status, property rights, etc.) to women, children and some men, and then follow up with them. The center in Lomé receives approximately 30 clients per week and periodically handles issues related to trafficked children. With the exception of the program and center directors, the lawyers who work at the center are volunteers. There are also 300 paralegals who work in awareness raising throughout the country.

In addition to offering legal assistance, GF2D operates the Center for Research on and Training of Women (CRIFF). CRIFF maintains a library that area students can use when researching women's issues, and has the capacity to conduct research.

In collaboration with La Colombe and another NGO, AHUEFA, GF2D has developed the Assistance to Young Girls Program that will provide services including tutoring for students repeating a grade. This is a three-year pilot project with a total budget of 21,871,000 CFA francs (approximately US\$30,000). The project has not yet begun due to lack of funds.

## **CIAF**

The Inter-African Committee on Traditional Practices that Affect the Health of Women and Children-Central Region (CIAF) works in eight African countries and has

been operating in Togo since 1986. The primary focus of the Sokodé-based organization is to reduce the incidence of female excision in the Central Region of Togo by raising awareness of the health risks. The NGO also works to keep girls in school in order to decrease the likelihood of excision and of early marriage, and to reduce the risk of being trafficked.

CIAF collaborates extensively with the Association for the Holistic Development of Women and Young Girls (ADIF). While CIAF focuses mainly on excision and girls' education, ADIF works with girls in school who lack resources, and raises awareness on trafficking, AIDS and the importance of education.